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PAPER PROPOSAL

SECURITY RESEARCH IN THE EUROPEAN FRAMEWORK PROGRAMME: A PRELIMINARY ANALYSIS OF THE IMPACT OF A DISCONTINUOUS POLICY INNOVATION

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ABSTRACT

The emergence of a security research theme within the European Union's seventh Framework Programme for Research and Technological Development represents a discontinuous innovation in European science policy. This paper consider the significance of security research within FP7, the management of the theme and how it has stimulated the emergence of new policy networks in the field. In this way, the paper contributes to at least two of the Conference themes, namely *Policy Actors and Relationships* and *Achieving National and Global Goals*.

1. THE EUROPEAN UNION FRAMEWORK PROGRAMME AS A CIVILIAN PROJECT

The Framework Programme for Research and Technological Development is the European Union's (EU) main instrument for supporting and encouraging collaborative and transnational research, development and innovation in science, engineering and technology. Established in the 1980s, the Framework Programme was a consciously civilian project. In part, this reflected the history of European integration where – since the failure of efforts to create a European Defence Community in the 1950s – defence has been effectively excluded from the process of European integration. Equally, the intimate relationship between defence and national security has caused Member States of the European Union to actively oppose efforts by the European Commission to develop a competence in any aspect of the defence field. At the same time, politicians in the European Parliament as well as many European scientists have sought to develop the Framework Programme (and the wider process of European integration) as a consciously civilian project.

This is not to say that there have never been efforts to develop a military dimension to European Union scientific and technological activities. In the 1990s, it was a poorly kept secret amongst Brussels insiders that the Framework Programme had a strong "dual use" dimension and the European Commission was sufficiently emboldened to note t various times that this accounted for perhaps half of all projects

funded under the Framework Programme. Indeed, the large European industrial companies that were key advocates of the Framework Programme (such as British Aerospace, GEC and Thomson) all had significant defence businesses. Equally, the fear that U.S. defence R&D and procurement spending was driving a transatlantic technology gap has always played a part in Euro-nationalist thinking about technological competitiveness and the European EUREKA programme was in large part a response to the "threat" posed by the US Star Wars programme.

2. FP7 AND SECURITY RELATED RESEARCH

Nonetheless, although defence has always been in the background of European scientific and technological collaboration, it was only with the establishment of the security research theme under FP7 that the Framework Programme has formally begun to take a role in the development of technologies for national security.

The EU Member States have earmarked a total of € 1.4 billion for funding this theme over the duration of FP7 (2007-2013). The European Commission states the objectives of the Security theme as: to develop technologies and knowledge needed to ensure the security of citizens from threats such as terrorism and (organised) crime, natural disasters and industrial accidents while respecting fundamental human rights; to ensure optimal and concerted use of available and evolving technologies to the benefit of civil European security; and, to stimulate the cooperation of providers and users for civil security solutions; improving the competitiveness of the European security industry and delivering mission-oriented results to reduce security gaps.

The security theme represents a remarkable development in the European science and technology policy mix and a discontinuous policy shift. In part this a reflection of the emergence of a new security environment in which there is genuine Europe-wide concern about the potential threat of international terrorism and other threats to European security. The security theme also reflects a wider and significant shift in European politics in which the European Commission has entered a number of areas traditionally defined as related to national sovereignty and all of which have a security dimension, including justice, border control and so forth. At the same time, strong industrial interests in the form of the aerospace and defence industries as well as heightened Euro-nationalism have also contributed to the dynamic of this policy field.

Significantly, however, the security theme remains focused on civil security and – formally at least - it is not engaged in defence research. This reflects the sensitivity of certain Member States to the Commission taking a role in defence research. Defence research remains the competence of sovereign states that choose to cooperate at the European level through separate inter-governmental institutions, in particular the European Defence Agency.

3. THE KEY QUESTIONS TO BE DISCUSSED IN THE PAPER

The proposed paper will begin by explaining how the security theme has emerged as part of the seventh Framework Programme and its significance for the European science and technology policy mix. The core of the paper will consider the significance of security research within FP7, the management of the theme and how it has stimulated the emergence of new policy networks in the field. In so doing, the paper will present an analysis of what this discontinuous policy innovation means for our understanding of

the opportunities and challenges of international cooperation in the field of security research and the lessons learned. In particular, the paper will consider the following questions:

- **How is the research agenda of the security theme formulated?** The transnational character of the Framework Programme presents particular challenges for the security theme since it sponsors research but is not the ultimate user of that research. Indeed, it is seeking to develop a "European" technological response for a user community that is national and often in the case of "first responders" like fire and police services, regional or local in character. The formulation of the security research agenda has thus required the development of new European policy networks that seek to articulate the demand requirements of a diverse and dispersed user community and aggregate those user requirements at the European level. The paper will discuss this process and reflect on its strengths and weaknesses.

- **How do the new policy networks operate and what challenges have they faced?** The paper will also consider the nature of the new policy networks such as ESRIF. The European Security Research and Innovation Forum (ESRIF), is described by the European Commission as a forum for the development of a Public-Private Dialogue in the area of EU security research and innovation. ESRIF aims to bring together all the relevant stakeholders in order to discuss issues of cross-cutting, common concern; identify proposals for forming a strategic security research and innovation agenda, involving national and European stakeholders, laying out a shared and clear view of European security research needs and priorities; and share ideas, views and best practices in order to make better use of existing capabilities and to enhance the use of technology in security-related domains, e.g. by inter alia making the best possible use of the various funding instruments in the present financial programming period. By ensuring the connection between security research and security policy making, ESRIF will contribute to delivering more effective policies and ultimately better security to EU citizens. The paper will consider how effectively ESRIF is operating and the extent to which it has been able to engage with this diverse user community.

- **How is new knowledge and technology transferred into the hands of the user community?** The paper will also consider how effectively the new knowledge and technology generated by programme is being transferred into the hands of the user community and the mechanisms that it is using to do that.

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